

APPENDIX B: RESPONSE TO COMMENTS ON THE PRESIDIO TRAILS AND BIKEWAYS MASTER PLAN AND ENVIRONMENTAL ASSESSMENT

The public involvement process for the Presidio Trails and Bikeways Master Plan and Environmental Assessment (Trails Plan or plan) is described in Chapter 1 of the Trails Plan and in the text of the Finding of No Significant Impact (Appendix A). This appendix provides: 1) a summary and analysis of the number, form, origin and content of comments and characteristics of commentors; 2) a list of all commentors (agencies, organizations and individuals); and 3) comment summaries and detailed responses.

General

The Trails Plan was circulated for public and agency review from November 14, 2002 to February 12, 2003, a period of 90 days. By the close of or shortly after the expiration of the public review period, NPS and the Trust received a total of 100 emails and written comments on the Trails Plan (Table B-1). In addition, 27 individuals provided oral comments at a January 28, 2003 public meeting. Fourteen of these individuals submitted written comment letters or comment cards prepared for the meeting (included in the following total).

Table B-1. Format of Written Comments

| Format | Number Received |
|-----------------------------------|-----------------|
| E-Mails | 66 |
| Letters or Faxes | 28 |
| Comment Cards from Public Meeting | 6 |
| Total | 100 |

Written comments were received from three public (regional and local) agencies, six bicycle and trails advocacy groups, five neighborhood associations, three historic preservation and natural resource conservation organizations, and 92 individuals (several individuals submitted multiple written comments). Copies of all written comments and the transcript of the January 28, 2003 public meeting are available for review in the Trust Library, at 34 Graham Street in the Presidio.

About one-third of the commentors supported or expressed overall favorable views of the Trails Plan (Table B-2). The Bay Area Ridge Trail Council (BARTC) commended the Trails Plan, saying that "when implemented, [it] will go a long way towards creating a safe and enjoyable trail system at an important national park." The Marin County Bicycle Coalition (MCBC) stated that the Trails Plan "is an excellent starting point to improving the use of alternative transportation in the Presidio." The Neighborhood Associations for Presidio Trails Planning (NAPP) stated that the Trails Plan is a "comprehensive and well-considered response to the goals" set forth.

Table B-2. General Position of Commentor

| General Position | Number of Comments |
|--|--------------------|
| Offered General Support of the Trails Plan | 31 |
| Expressed Dissatisfaction with the Trails Plan | 13 |
| No Stated Position on the Trails Plan | 68 |

Those that expressed disapproval of the Trails Plan generally did so because they felt that they were part of a user group that was not well represented within the Trails Plan (e.g., off-leash dog walkers and off-road mountain bicyclists). For example, the International Mountain Bicycle Association (IMBA) commended the Trails Plan as being "generally well thought-out," but "short-sighted to completely ignore mountain biking." Others believed there to be a "glaring omission" that the Trails Plan was silent with respect to dog walkers and off-leash recreation within the park. These issues are addressed in greater detail in the responses to comments provided below.

Many of those commentors expressing general support for the Trails Plan also stated a position in favor of one of the alternatives (Table B-3). Only one individual supported Alternative A (the No Action Alternative), because, among other reasons, "any further development of areas for usage by the public will only be invasive and destructive to the park's natural environment" and "the changes proposed will not bring any more revenue to the park but will surely incur ongoing increased expense." Seven commentors, including NAPP, stated a preference for Alternative B (with several recommended modifications) because they believe it provides the broadest range of trail types and would be inclusive of the most park users. MCBC called Alternative B a "well-developed balance for the Presidio." BARTC and seven others favored Alternative C because they believed it provided more multi-use/shared trails than the other alternatives: "We believe multi-use trails can be safely enjoyed when properly planned and constructed." The San Francisco Bicycle Coalition (SFBC) and three others endorsed either Alternative B or C, "as they seem to offer the best and most promising choices for bicycles in the Presidio." Only one commentor preferred Alternative D, because he favored separating bicyclists from pedestrians.

Table B-3. Preference of Commentors in Support of the Trails Plan

| Preference of Commentor | Number of Comments |
|------------------------------|--------------------|
| Preferred Alternative A | 1 |
| Preferred Alternative B | 7 |
| Preferred Alternative B or C | 4 |
| Preferred Alternative C | 8 |
| Preferred Alternative D | 1 |

Half of the individuals submitting written comments explicitly characterized themselves in some particular manner (e.g., "I am a trail runner"). Of those individuals who identified themselves as a

particular type of user, the largest groups were mountain bikers followed by San Francisco residents (Table B-4).

Table B-4. Self Identity of Commentors (User Types)

| Self Identity | Number of Commentors |
|--|----------------------|
| Mountain Biker | 13 |
| San Francisco Resident, Nonspecific | 8 |
| Neighbor | 7 |
| Presidio Bicycle Rider and Commuter | 3 |
| Dog Owner/Walker | 3 |
| Business Executive | 1 |
| Ex Presidio Soldier | 1 |
| Frequent to San Francisco | 1 |
| Hike Leader | 1 |
| Hiker | 1 |
| Industrial Light and Magic Employee | 1 |
| Marin County Resident | 1 |
| Monterey County Resident | 1 |
| Presidio Resident | 1 |
| San Francisco Home Owner | 1 |
| San Francisco Property Owner | 1 |
| A “Senior About to Join the Presidio YMCA” | 1 |
| No Identified Type | 46 |

Roughly half of all comment letters offered a personal preference or opinion on a single issue (Table B-5).

Table B-5. Single Issue Letters, Emails and Comment Cards

| Issue | Number of Comments |
|--|--------------------|
| Allow Off-Road Mountain Biking | 19 |
| Prohibit Off-Road Mountain Biking | 11 |
| Allow Off-Leash Dog Walking | 18 |
| Prohibit Off-Leash Dog Walking | 1 |
| Prohibit Crushed Rock for Trail Surfaces | 1 |

Finally, only one comment letter received offered comments on the environmental consequences of the alternatives (Chapter 5), and these comments were limited to the No Action Alternative and the discussion of impairment to park resources and values.

A list of commentors on the Trails Plan is provided in Table B-6.

Table B-6. Agencies, Organizations and Individuals Commenting on the Trails Plan

| Type of Agency or Individual | Agency or Individual Commenting | | | |
|---|--|--|------------------|---------------------------|
| Regional Agencies | Golden Gate Bridge, Highway and Transportation District (GGBHTD) | | | |
| | San Francisco Bay Trail (SFBT) (Administered by the Association of Bay Area Governments) | | | |
| City and County Government Agencies | Recreation and Park Department of the City and County of San Francisco | | | |
| Bicycle and Trails Advocacy Groups | Bay Area Ridge Trail Council (BARTC) | | | |
| | International Mountain Bicycling Association (IMBA) | | | |
| | Marin County Bicycle Coalition (MCBC) | | | |
| | Rails-to-Trails Conservancy, California Field Office (RTC) | | | |
| | Responsible Organized Mountain Pedalers (ROMP) | | | |
| | San Francisco Bicycle Coalition (SFBC) | | | |
| | Cow Hollow Association Inc. (CHA) | | | |
| Neighborhood Associations | Lake Street Residents Association (LSRA) | | | |
| | Neighborhood Associations for Presidio Trails Planning (NAPP) | | | |
| | Trails Planning Association for the Richmond (PAR) | | | |
| | Presidio Heights Association of Neighbors (PHAN) | | | |
| | California Heritage Council (CHC) | | | |
| Historic Preservation Organizations | Fort Point and Presidio Historical Association (FPPHA) | | | |
| Natural Resource Conservation Organizations | National Parks Conservation Association (NPCA) | | | |
| Individuals | San Francisco Tree Council (SFTC)* | | | |
| | Michael Alexander | Alan Frame | Keith Kelsen | Dan Reynolds |
| | Casey Allen | Gary S. Fergus | Chris Lang | Brian Rogers |
| | Terri Alvvilar | Jeff Gibson | Ellen Lapham | Kathy Roth |
| | Carol Arnold | Merel Glaubiger | Jennie Lee | Jacques Rutschmann |
| | Jonathan Baker | Kent Goldman | Jo Leggett | Keith Sagers* |
| | David Green Baskin, Baskin & Grant, LLP | Stephen Golub* | John Lewis | Robert G. Schuchardt |
| | Jean Behse | Rebecca Gray | T. Lovato | Kelsey Schwind |
| | Kelly Bennett | Thackary Grossmanský | Frank Lurz | Charlotte Shultz |
| | Bob Berry | Meeghan and Jon Guidi | William R. Mains | Karl W. Steinbrecher, CFA |
| | Connie Berto | William Hadley | Evan Marquit | Joseph Stroman |
| | Elaine Best | Alice Wiley Hall | Keith McAllister | Aaron DelloIacono Thies |
| | Lucia Bogatay* | Jane F. Hickerson and Glenn L. Hickerson | Mary McAllister | Peter Thompson |
| | Rod Brown | Karin Hu | Joanne McGarry* | Vicki Tiernan |

| Type of Agency or Individual | Agency or Individual Commenting | | | |
|------------------------------|---|--|--------------------|--------------------|
| | Robin Buckley | Anthony Imhof* | Shawn McGhie | Sharon Tsui |
| | Christy Cameron | Valerie S. Iwata | Gilman Miller | Martin Unversaw* |
| | Margory Cohen | Lorene Jackson | Nancy Montgomery | Suzanne M. Valente |
| | Tom Coleman | Marilyn Jasper, Clover Valley Foundation | Michael Mooney | Mike Vandeman |
| | Jessica Conner* | Fimban Jewell* | Margaret Moore | Lisa Vittori* |
| | Carol C. Copsey, Esq., The Berkeley Law Group, P.C. | Mary Johnson | Jeff Morley, DDS | Mike Waite |
| | Peggy da Silva | Rebecca Johnson | William Newmeyer | Elisabeth Warren |
| | John Dalessio | William R. Kales | Paul W. Nordquist | Margaret Zegart* |
| | Matthew E. Dambrov, Esq. | Erika L. Karr | Susan Novalis, PhD | |
| | David Deuber | John Keating, Esq.* | Jonathan Rayner* | |

Responses to Comments

Summaries of the comments received and responses are provided below. Comments and responses are organized by subject matter, with similar comments grouped together for response. In many instances, the source(s) of the comment is noted within the comment summary. All substantive comments have been considered and responded to equally. Responses may provide explanations and clarifications, as well as indicate any changes to the Trails Plan made in response to comments. Original comments are available for review in the Trust Library at 34 Graham Street, in the Presidio. Comment summaries and responses are organized into the following topic areas:

- Comprehensibility of Trails Plan
- Goals and Priorities
- User Separation and Conflicts
- Secondary Pedestrian Trails vs. Social Trails
- Improved Signage and Traffic Calming Measures
- Non-Infrastructure Improvements and Public Transit
- Character and Width of Trails and Bikeways
- Historic and Cultural Resources
- Mountain Biking and Off-Road Trails
- Dog Walking and Off-Leash Recreation
- Equestrian Use
- Tennessee Hollow
- Greenwich Gate
- Trail Programs and Organized Bicycle Events
- Future Public Input and Adjustments to Trails Plan
- Environmental Consequences
- Changes to the Preferred Alternative
- Miscellaneous Suggestions

Comprehensibility of Trails Plan

Several commentators requested that the Trails Plan be clearer, particularly to those with little knowledge of the Presidio. One individual suggested that the maps include street names and more detailed maps to show the differences between trail segments.

Response. A new location map has been added to Chapter 4 to show street names, and many locations within the park are now identified on the figures. Modifications to the Preferred Alternative from the November 2002 Trails Plan are highlighted in Figure 1-3. Pedestrian and multi-use trails describe pedestrian circulation in Figures 4-3A, 4-4A, 4-5 and 4-6A. On-street bicycle routes appear on Figures 4-3B, 4-4B and 4-6B. In addition, trails that are part of the trail corridor network appear in Figure 4-2.

Goals and Priorities

One individual commented that the goal of the Trails Plan should be to provide access, yet maintain a quiet reflective atmosphere in keeping with the spirit of a national park. "[T]his plan seems to err on the side of bicycle traffic and not to walkers, hikers, the disabled and birdwatchers who have little to call their own." SFBC believed that the Trails Plan's priorities should be placed on accommodating bicyclists of all skill levels and types in the Presidio. "[A]s many choices as possible in bike facilities should be offered... not only to existing cyclists, but also to potential riders who may choose to bike if the park's facilities are improved to be more inviting to new cyclists."

Response. A variety of users share the Presidio of San Francisco, including walkers, hikers, dog walkers, birdwatchers, recreational and commuting cyclists, families with children, family bicycle groups, runners and mountain bikers. In an attempt to accommodate all user groups to some extent, the Preferred Alternative in some areas emphasizes a quiet, reflective atmosphere, and in others a more social, promenade experience. As reflected in the goals in Chapter 2 of the Trails Plan, the intent is to provide for a variety of recreational experiences for the many users of the Presidio, while also providing for both cultural and natural resource protection. The Preferred Alternative, as modified in response to comments, provides a balance between recreational uses and the other goals of the Trails Plan. For a summary of the changes to the Preferred Alternative, see Changes to the Plan in Chapter 1. Where the balance is drawn is a complex task involving the weighing of the needs of many different users and many different interests.

User Separation and Conflicts

SFBC and others suggested that, in general, auto traffic should be de-prioritized throughout the park: "This means that car parking should not be made ample and speed limits should be kept at 15 miles per hour... for the safety of all park users."

NAPP, Trails Planning Association for the Richmond (PAR), Presidio Heights Association of Neighbors (PHAN), the California Heritage Council (CHC), and a number of individuals recommended that for the safety of both parties, a greater separation between pedestrians and bicycles be provided on the more popular trails, especially on steep trails where bicyclists' speed may be of greater significance. One individual stated that, because of the difficulty of enforcing speed limits, multi-use trails tend to create conflicts for both pedestrians and bicyclists. Another urged to "[f]orce cyclists to obey traffic laws and avoid swearing at and running down people," and "[m]ake abusive language from cyclists an offense." Yet another stated that the Trails Plan's emphasis on

multi-use trails "by definition" forces conflict between the differing uses that "must share the common path." "It is hard to contemplate the scenic beauty if you are bumping into other users." Another individual, who also made reference to off-leash recreation, said that "[c]onflicts can and should be addressed, but elimination of the activity (mountain biking) clearly would cause far more problems than it solves." The issue may be best summarized by the following comment: "While trail sharing can be both workable and desirable, many cyclists, as well as many hikers and other pedestrians, would prefer some opportunities for usage separation."

Response. The suggestion that auto traffic be de-prioritized in the park is consistent with the goals and objectives of the Trust and NPS. Primary transportation objectives include minimizing private automobile use, increasing the use and availability of transit and increasing pedestrian and bicycle options. The Trust's parking management practices include reducing parking supplies to a level just five percent greater than demand, and reducing the demand for parking with high parking fees and other measures. Transit service is provided by MUNI, Golden Gate Transit, and the PresidioGo Shuttle. Currently, the speed limit within the Presidio is 25 mph or less, with the exception of Lincoln Boulevard between the 25th Avenue Gate and Merchant Road where the speed limit is 30 mph. Per the California Vehicle Code, speed limits of 15 mph are only appropriate on alleys or at rail crossings or intersections with extremely limited sight distance. The existing speed limits within the park are intended to provide for a comfortable environment for bicyclists and pedestrians without overly restricting the flow of automobile traffic.

The Trails Plan provides an appropriate balance between all existing park recreational uses, while also providing improved resource protection throughout the park. Given the substantial demand for public use within the park, some change in the visitor experience is inevitable as location-specific trail adaptations are implemented or as use increases. The Trails Plan does provide for some instances of separate use, but given the relatively small acreage of the Presidio and the high demand for open space and recreational opportunity, shared use trails are appropriate in many areas within the Presidio. Use conflicts can and will be reduced by developing trails of an appropriate width and grade for expected uses. An appropriately graded multi-use trail will not be steep enough to encourage high speed cycling. In other areas, dispersed pedestrian trails and bike lanes for high-speed bicycle travel are provided. In response to comments, a number of changes have also been made within the Preferred Alternative to reduce potential user conflicts by improving trail connections and intersections.

With regard to the enforcement of bicycle speed limits, one goal is to initiate a trails stewardship program, in which users would be encouraged to participate in trail maintenance activities, including monitoring and controlling bicycle speed limits. Enforcement of speeding in the Presidio is the responsibility of the U.S. Park Police (USPP) and in Area A, NPS rangers. The Trust and NPS meet regularly with the officers and rangers to discuss increased enforcement of speeding and other moving violations that apply to both vehicles and cyclists.

Secondary Pedestrian Trails vs. Social Trails

NAPP, PAR and several individuals recommended that the Trails Plan retain as many existing trails as possible as secondary pedestrian access routes. They suggest that some existing social trails could be better designed to protect vegetation and avoid erosion. Several individuals expressed disappointment that few pedestrian-only trails seemed to be contemplated. ("The social trail west of the guardrail along the Coastal Trail is an example.") Several neighborhood associations claimed that closed social trails are likely to be re-established if a designated trail is not provided. One individual remarked that social trails "are the product of short term thinking: if I tromp through here, it will take me from A to B. Subsequent users are typically exhibiting herd behavior." He continues: "[B]efore removing a social trail, the reason for its creation needs to be determined, and an alternative with fewer or no impacts provided where possible." Another individual seeks greater accommodation of trail uses with natural resource protection: "The operating assumption ought to be preservation of existing trail uses with the minimum impact necessary to accomplish other park goals." And later: "The presumption must be to preserve – not to close down the existing trail system." The National Parks and Conservation Association (NPCA) and others support the removal of social trails that impede natural processes or disrupt sensitive habitat: "[W]e urge you to remain committed to restoring a more native natural environment to the Presidio." However, not all shared this opinion: "Do not plant sensitive native plants that remove recreational space," and "the Park Service should be in the business of facilitating appreciation and use of the park, not in the business of fencing the public out of parks." Another requested that the Trails Plan clearly state how many social trails will be replaced by designated trails. "We will not be herded into a handful of public spaces that have not yet been claimed by the native plant movement...Closing one-third of the trails in the Presidio is not reasonable accommodation."

Response. The Preferred Alternative provides trail connections where there is a clear demand for one, but removes social trails that create redundant connections or where the resource value outweighs the need for trail access. NPS and the Trust recognize that a social trail is evidence of a desired connection through the park. In many cases, the Preferred Alternative calls for a social trail corridor to be upgraded as the permanent alignment for a designated trail, except in areas where doing so would exacerbate problems such as erosion or damage to native ecosystems or historic forest. In most cases where the Trust and NPS have proposed to close social trails, there are a multitude of small, interwoven social trails that often provide a similar experience in similar conditions. By creating a single, well-designed corridor, the connection can be maintained while eliminating or minimizing the deleterious effects on resources associated with social trails.

The Trails Plan preserves the trail system and creates a sustainable, well-designed trail network, so that trails and trail use do not lead to damage of natural and cultural resources. Smaller, secondary trails that have a very similar feeling and provide nearly equivalent access to existing social trails are provided for and shown in the Preferred Alternative as secondary pedestrian trails. Within the Preferred Alternative, there are 33.1 km (20.7 mi) of pedestrian trails. Of the 15.9 km (9.9 mi) of social trails that are mapped within the park, 8.8 km (5.5 mi) are being converted to designated trails. Refer to Table 5-1 in the Trails Plan for details of social trail conversion.

In response to comments, the Preferred Alternative has been altered to reflect the desire for fewer trail closures and more pedestrian-only paths. More social trails will be converted to designated trails, including the trail leading from Battery Marcus Miller to North Baker Beach, and a connection from the Washington Boulevard overlook to Lincoln Avenue. These changes will improve public access where there is a high demand, without sacrificing resource values or protection because the number of multi-use trails is being decreased, and more emphasis is being placed on improved pedestrian trails and the network of on-road bike lanes.

With regard to the California Coastal Trail, Lincoln Boulevard is a narrow, busy street. The conversion of the existing social trail west of the guard rail to a multi-use trail will allow family bikers, hikers and runners to experience this unique corridor without having to negotiate heavy traffic. An additional opportunity for pedestrians to get away from traffic and experience the coastal bluffs and ocean is provided by the trail that extends down the bluffs to North Baker Beach.

Improved Signage and Traffic Calming Measures

Several commentors encouraged NPS and the Trust to provide better signage, especially on the regional trails. "The Presidio, despite all the good work since it was turned over by the Army, remains a confusing place and lack of trail signs adds to this." And: "Picking up [the Ecology Trail] from the Main Post was pure guesswork, and it wasn't until I could identify Inspiration Point on the upper end that I knew I was on the right path." PAR cautioned that pedestrians and bicyclists must be informed "clearly and concisely" of the designated use for each trail and bikeway section in the Presidio, and recommended using diagrams and electronic media. However, PHAN recommended that signage along all trails be as "discreet" as possible.

Several commentors requested signage at specific locations. BARTC requested that the Trust and NPS encourage the Bridge District to provide signage for the Bay Area Ridge Trail, the California Coastal Trail and the San Francisco Bay Trail, as well as a kiosk or wayside sign about regional trails near the Golden Gate Bridge plaza. One individual requested better signage on Long Avenue. NAPP requested that signs be added "reminding bicyclists to limit speed and watch for pedestrians along the Golden Gate Promenade and West Pacific Avenue from Arguello Boulevard to 15th Avenue." The San Francisco Bay Trail (SFBT) requested that Bay Trail signs be included in the design of trailhead displays, trail markers and directional signs.

SFBC commented that all major bike routes in the park should be striped, including the length of the following streets: Lincoln Boulevard, Arguello Boulevard and Presidio Boulevard. For areas where Class II and Class III bike routes are the only feasible alternatives, NPCA recommended appropriate steps be taken to slow traffic in these areas, have clearly defined bike lanes, lighting and signaling to improve the safety and comfort of road cycling. One individual approved of only striping Class 2 bike lanes in the uphill direction, but would like to see signs posted at the start of downhill roadway segments reminding motorists to watch for bicycles and share the road. SFBC concurred: "Where streets are too narrow to add bike lanes, signage should be installed stating 'Bikes Allowed Use of Full Lane' as is being done in hundreds of places around the city."

MCBC and several individuals had specific suggestions for traffic calming and signage, such as raised pedestrian sidewalks for increased user awareness, map kiosks at key trailheads for user route finding, and "fog line" striping (striping along the shoulder) on Class III bike routes to increase separation of motor vehicles and bicyclists. The Rails to Trails Conservancy (RTC) and others also encouraged clearly delineated bike lanes, improved lights and signaling, and other efforts to improve bicycle safety and comfort. One individual recommended investigating one-way roads with contra flow bike lanes to increase safety for pedestrians, joggers and bicyclists. PHAN encouraged developing a means to enforce "No Bicycling" signs on trails where bicycles are prohibited.

Response. The Trails Plan calls for clear and concise roadway and trail signage to identify trails and bikeways, to guide users to their destinations and inform motorists of the presence of bicyclists and pedestrians. The number and type of signs called for will not, however, be so pervasive as to create "sign clutter" and detract from the park setting. The specific information that may be included on trailhead signs and guides is now listed in Chapter 3 of the Trails Plan. The Trust and NPS are currently working with the Golden Gate Bridge, Highway and Transportation District (GGBHTD) to develop improvements to the Bay Trail connecting Crissy Field and the bridge plaza. These improvements will include addressing wayfinding issues.

The Trust and NPS will continue to incorporate traffic calming into plans for roadway and intersection improvements within their separate jurisdictions. Several projects that specifically address pedestrian and cyclist safety and slow the speed of vehicular traffic are currently underway or scheduled for construction, and others will be planned in the future as funding and budgets permit. Near term projects include providing Class II bike lanes and a continuous sidewalk on Lincoln Boulevard between the 25th Avenue Gate and Pershing Drive. Providing for safe and efficient pedestrian and bicycle travel with the improvements identified in the Trails Plan and the associated increased presence of alternative modes of transportation will also inherently reduce the speed of vehicular traffic by making motorists aware of cyclists and pedestrians. On bikeways where adequate width for striped bike lanes is not available, signage or paving stencils will be provided over time to designate a bikeway as a Class III shared bike route, which will both warn motorists and guide cyclists. Road widening may be considered in some cases to allow the addition of bike lanes.

With regard to striping on all major bicycle routes, striping is proposed on Lincoln Avenue, except near the Cavalry Stables where the westbound cyclists will use Patten Road and a new multi-use connector. Arguello Boulevard will be striped on the uphill side only, expecting that downhill cyclists will take the lane; and Presidio Boulevard will also be striped in the uphill direction only. Other striping is shown in Figure 4-4B, Alternatives B and C - Mixed Use and Shared Use On-Street Bicycle Routes. Signs that read "Bicycles Allowed Full Use of Lane" will be posted where appropriate.

Non-Infrastructure Improvements and Public Transit

NPCA and MCBC stated that the Trails Plan could go further in providing policy recommendations, guidelines and incentives for current and future employees, users and residents of the Presidio to use

alternative transportation modes to get to and around the Presidio. Recommendations included valet bicycle parking for special events, transportation demand management programs for Presidio employees and tenants, weekend closure of roads to motor vehicle traffic (such as on Washington Boulevard), bicycle rentals and bikeways and trails information. SFBC and others commented that there is a clear need for more bike parking in the park, particularly at high destination spots. "Many a time I've locked my bike to a forlorn signpost (if not already taken!), hoping it will be there when I return." GGBHTD supports efforts to coordinate bicycle-pedestrian circulation with public transit: "It is also important that a trail's impact on safe and efficient bus operation be considered during the development of a specific trail plan."

Response. Many of the suggested policy recommendations and guidelines have already been adopted as part of the Presidio Trust Management Plan (PTMP) or are part of the NPS General Management Plan Amendment (GMPA), and therefore do not need to be reiterated in the newly proposed actions under the Trails Plan. The PTMP describes the jobs-housing balance that will allow more Presidio-based employees to live in the park, as well as the Transportation Demand Management (TDM) Program and parking management program that provide incentives to use alternative transportation modes (see PTMP Appendix D). The PTMP (page 49) also calls for further study of the pros and cons of traffic restrictions on Washington Boulevard. NPS is including many of these concepts in its planning for Area A.

The Trust and NPS may consider implementation of measures that are not explicit in the policies of PTMP or the TDM program (e.g., valet bicycle parking at events, bicycle rentals or temporary weekend road closures) as part of the ongoing management of Presidio events and programs. For example, the Trust has committed to future studies to evaluate the pros and cons of traffic restrictions on Washington Boulevard. No long-term commitments are being made on these issues in the Trails Plan beyond the policies adopted in PTMP.

The Trails Plan calls for bike racks to be placed at many trailhead locations. Installation of bike racks throughout the Presidio is part of the TDM program described in the PTMP. The Trust and NPS will continue to install bike racks in the park and assist tenants with adding bicycle parking.

During trail and bikeway implementation, the Trust and NPS will consider the locations of transit stops in specifically locating trails and bikeways, as well as the additional lateral space needed by transit buses within the roadway cross section, particularly where buses will need to negotiate turns.

Character and Width of Trails and Bikeways

One individual suggested that pedestrian trails should generally be narrower to permit a more intimate and calm visitor experience: "Trail width should be matched to surrounding scenery." He recommends a 1.8 m (6 ft) minimum standard for Class 2 bikeways to allow safe passing. Another suggested that multi-use trails need not be 4.2 m (14 ft) wide, and that 1.2 m (4 ft) wide would easily accommodate pedestrians and bicyclists: "A wonderful example exists at Old Springs Trail in Marin in the Tennessee Valley area. A perfect model for dispersed." Another commentor disagreed: "The

handlebars on a mountain bike are typically 24 inches wide, and the width of a person's shoulders ranges in size, but can be as much as 22 inches or more. This leaves very little room for clearance on a 36- to 48-inch path." He added: "The experience of repeatedly being passed by cyclists traveling at speeds of 15 miles per hour and more, commonly makes pedestrians exceptionally nervous and apprehensive. These are not experiences sought by people that come to visit parks." One commentor noted that "[t]hroughout all counties of the Bay Area, fire roads are roughly 6-foot wide dirt trails that accommodate multi-use traffic well."

Another commentor noted that, where possible, trails should be wheelchair accessible: "[H]owever, there may be places where that is not possible due to the destruction that a wide multi-use trail would cause (such as along the California Coastal or Ecology Trails). In those cases, I would encourage upgrading existing roads (such as Lincoln Boulevard or Arguello Boulevard) to safely accommodate wheelchairs." Finally, one individual suggested that "crushed rock" not be used for trail surfacing because such surfaces are "very aggressive" to bare feet.

Response. The Trust and NPS have carefully weighed the needs and desires of trail users against the available overall width in trail corridors and the objective of minimizing negative impacts to natural and cultural resources. This consideration led to identification of multi-use trails in some corridors and pedestrian trails and bike lanes in others.

The Trails Plan strikes an intricate balance throughout the planned system among these many competing issues, factors and interests. In determining the standard width of multi-use trails as discussed in Chapter 3, the Trust and NPS considered the comfort of two-way cyclist and pedestrian travel. Based on the comments received, the minimum width has been changed from 2.4 m (8 ft) to 1.8 m (6 ft). It should be noted that this is proposed as a standard width, and may be adjusted in some situations where appropriate. In addition, most trails that appear in the Preferred Alternative as multi-use trails will be wheelchair accessible, as will certain pedestrian trails. Although many commentors were concerned about shared trails, proper design, alignments and trail user education are appropriate means to minimize potential user conflict. Multi-use trails remain necessary and appropriate in some areas. With increasing use of the park, it is important that all users be encouraged to share trails courteously.

Similarly, the standard width of Class II bike lanes uses AASHTO and Caltrans standards, and exceptions are determined based on the available overall width, the minimum width that would safely accommodate cyclists and the maximum width beyond which motorists tend to use the bike lane for parking or as a passing lane. Per the Trails Plan, bike lanes may be as narrow as 4 feet in very constricted locations, with the standard Class II bike lane 5 ft wide.

In response to the request that crushed rock not be used, the Trust and NPS carefully select surface materials for trails, taking into account factors such as the purpose and location of a trail or walk, and the potential for erosion and other environmental impacts. While crushed rock may be used, stabilized, compacted decomposed granite is a proposed granular surface and it is smoother than

crushed rock. In other cases, the native soil material may be used, where feasible. For safety reasons, neither the Trust nor NPS endorse barefoot trail use.

Historic and Cultural Resources

Both CHC and the Fort Point and Presidio Historical Association (FPPHA) urged the Trust and NPS to provide better access to and interpretation of historic and cultural resources, such as a historic trail through the Main Post and a trail spur to the former Nike Missile site.

Response. The Trails Plan includes the Presidio Promenade and connectors throughout the Main Post, providing access to historic sites in the Main Post area and other areas, and to non-historic sites such as the former Nike Missile site. Interpretation of historic, natural and other resources may be accomplished along the trails through the use of signs or trail guides. Development of a guide to the historic Main Post, using the route suggested, is compatible with goals of the Trails Plan, as is a guide to the Batteries and Bluffs loop, which would include the former Nike Missile site. In response to the comments, the sentence about "access to and/or interpretation of historic and cultural resources" in the November 2002 Trails Plan has been revised in the republished document to read "access to and interpretation of historic and cultural resources."

Mountain Biking and Off-Road Trails

The issue of off-road mountain biking generated more comments than any other issue within the Trails Plan, and was the subject of at least one letter writing campaign (see "Access Alert: Mountain Biking in the Presidio" on www.romp.org). Many commentators believed that none of the alternatives allow for any off-road mountain biking within the Presidio, and noted the absence of trails in San Francisco and the limited opportunities for the sport. "The Presidio is a tremendous resource that represents an outstanding opportunity for this kind of recreation in the midst of an urban environment." And: "It is hard to imagine that trail cycling – shared-use, narrow trails, dedicated wider trails, or both – could not be accommodated somehow." On the whole, mountain bicyclists maintained that the sport is a legitimate form of trail use with manageable physical and social impacts (i.e., through proper design and trail maintenance) and assert that they are responsible trail users, respectful of others ("it seems both wasteful and unfair to declare that certain users must go elsewhere").

Mountain bicyclist advisory groups, such as IMBA and Responsible Organized Mountain Pedalers (ROMP), offer reasons why off-road mountain biking in the Presidio is important. They explained how and why multi-use off-road biking is safe and feasible, how mountain biking can improve the recreational experience in the Presidio and how sustainable trail building techniques make mountain biking no more damaging to the trail than any other use. Individuals wrote about their backgrounds, volunteer and trail building experiences, and how the mountain biking community is instrumental in improving public trails.

Commentors supporting off-road mountain biking offered thoughtful suggestions. Two individuals suggested a system of alternate use in which all user groups have a designated use time ("timesharing") which would be prominently posted at the trailhead and along the trail. Another requested a trial period, the outcome to depend on "trail maintenance dedication, erosion control and effect, and balanced and structured public feedback." The same individual also suggested a permitting system: "For say, a moderate annual fee, users could have permits to ride on trails," and trail use could be subject to "[w]eather/trail condition-controlled access." Yet another noted that mountain biking participants are often in high income brackets, and given the Trust's need for economic self-sufficiency, to ignore mountain biking "will serve only to alienate a large portion of the area's population that might otherwise use the trails and other income-generating facilities in the Presidio." Several commentors suggested that if off-road bikeways are permitted, they should be part of a loop, "or bicyclists will create an off-road social loop of their own."

Others did not share the views of mountain bicyclists and urged the Trust and NPS not to allow off-road mountain biking in the Presidio, and suggested that the activity is "an ugly can of worms," "uncontrollable," "inappropriate," "totally unnecessary," "industrial grade recreation" and a "frivolous pastime." Many offered their own personal experiences, websites and supporting information to show the damage of mountain biking, and "the safety hazards this high-speed sport presents to other users." Individuals pointed out bicyclists have many appropriate paved roads with minimal traffic on which to ride in the park. "Footpaths should be just that, for hikers and other foot traffic." And: "It's time to make it a crime – please keep bikes on paved roadways only." One commentor remarked that "mountain bike adherents will promise you anything and tell you anything to gain access to public lands. Once access is obtained, they slide into anarchist behavior." Another: "The situation will get completely out of hand, and too late, Presidio staff will discover that the genie has escaped forever from the bottle." And: "If you do not think mountain biking is, bottom line, a thrill sport, I invite you to stop by your local newsstand and peruse the mountain bike magazines." Some noted that the bulk of bicyclists are thoughtful, law abiding individuals, but the "vocal and aggressive minority have made it miserable." "The peaceful contemplative trail experience is destroyed by speed, rudeness, sometimes frightening and dangerous interactions." Others noted the concerns of the elderly, not "spry enough to jump out of the way... and afraid of being hit." "They have been displaced, and that is a shame." Still others contended that the "misdeeds of a few should not work to exclude those of us that respect the rules, the trails, and other trail users," and recommended "[u]se of volunteer, trained bike patrols for enforcement. ("This has worked successfully in other areas.") And: "Hopefully, responsible bikers have improved the long-ago stereotype of 'bad boy' bikers tearing up trails all over the map. There may be a handful still, but there are also drivers that drive recklessly in cars. That's why we have rules and enforcement for violators."

Response. The Trust and NPS acknowledge that there is a wide range of differing, sometimes conflicting, opinions about the appropriateness of mountain bike use within this and other public parks. The Trails Plan creates a network that serves the greatest diversity of users, without favoring any one user type. The Presidio is both a national historic landmark and home to a number of endangered species and rare ecosystems. Although high-speed mountain biking on steep single track

trails will not be accommodated, opportunities to tour and explore the Presidio by bicycle, both on road and off-road, will be provided along trails that have been designed so as not to impair, impede or negatively affect valuable Presidio cultural and natural resources.

The Trails Plan provides a balance between all the desired recreational uses of the Presidio, and protection of natural and cultural resources. The multi-use trail network provides off-road access throughout the park for mountain bikes and wheelchair users, as well as pedestrians. All of the alternatives provide some off-road mountain bike use, and the Preferred Alternative has about 30.1 km (18.8 mi) of off-road trails appropriate for mountain bikes. Mountain biking is thus one of the many uses that is being accommodated. Because of the relatively small area of the Presidio, shared trails are a much more feasible solution than separate trails. Also, the relative impact on natural and cultural resources from completely separate networks would be unacceptable. The Trust and NPS appreciate that most mountain bike users are responsible trail users, and willing to participate in trail maintenance projects. The Trust and NPS agree that with proper trail design and user education, mountain biking can be a safe and feasible use on some trails within the Presidio, and look forward to involving mountain bikers and other trail users in the future trail stewardship program.

Creating a system of timesharing, where certain types of uses would be allowed at certain times of day, is not currently being considered because it would create a restriction difficult to enforce and unnecessarily complicates trail use and enforcement. Also, because there are such a wide variety of users within the Presidio, ranging from people who use the Presidio every day to those who are one-time visitors, having trails closed to some uses during certain times of day would create confusion and frustration rather than a solution. With regard to the suggestion of a trial period for multi-use trails, any long-term planning effort is subject to adjustments based on experience gained, among other factors, during the life of the Trails Plan. New multi-use trails will be introduced gradually, and their success will inform future implementation efforts. As was suggested by another commentor, the multi-use trail network, in combination with the on-road bike lanes, creates a number of loop opportunities for cyclists throughout the Presidio. Mountain bikers will be encouraged to participate in the maintenance of the designated trail network of the Presidio. At this time, there is no intention of creating a permit system or fee system. Mountain biking, like any other outdoor recreational use of the Presidio, is an aspect of the public's use and enjoyment of a public park. The Trust and NPS intend to make the outdoor spaces in the park generally accessible to the public. The Trust plans to do so through leasing (or possibly philanthropic support) that over time generates sufficient revenue to pay for non-revenue generating uses and resource improvements, like the improved system of Presidio roads and trails.

Dog Walking and Off-Leash Recreation

Many commentors noted that the Trails Plan makes no reference to the use of trails in the Presidio by dog walkers (either on- or off-leash) or for pet recreation. "The analysis ignores the extent of the dog walking currently occurring in the Presidio." The Trails Plan "should reflect the extensive public comment in favor of off-leash recreation on Presidio trails." And: "[w]e are concerned that provisions for your many neighbors that use the Presidio regularly for walking our dogs may be being

neglected or overlooked." And: "[T]he plan... virtually whitewashes the input of the dog community from the body of the document." Many individuals mentioned that the Trails Plan "at the very least" should clearly state that the Trust and NPS are awaiting results of the Advanced Notice of Proposed Rulemaking (ANPR) process for guidelines on management of off-leash recreation on GGNRA lands. More often than not, these individuals also wanted to see a clear reflection of the input from the off-leash community, stressing the value of this activity to a significant segment of the San Francisco population. ("This could be noted in a positive way by stating that the Trust and the Park Service support the activity and will include it as part of the overall recreational network, in conformity with local regulations.")

NPCA and others suggested that the Trails Plan include on-leash dog walking and dog recreating in the definition of multi-use trails (one individual wanted assurance that dogs on-leash were intended to be allowed where pedestrians are allowed). The organization wished to see enforcement of current regulations that require dogs to be leashed in national park areas for the safety of visitors and for maintaining the integrity of park resources: "We do feel it is important, however, to recognize this use of trails and pedestrian routes in the Presidio for those with pets." Others requested designation of specific trails where off-leash dog walking would be allowed, citing that off-leash dog walking is one of the "historical and traditional recreational activities in the Presidio." One individual commented that a number of popular trails are particularly well-suited to people with off-leash dogs, because portions of the trails are set away from vehicular traffic, while another at the public meeting disagreed, stating some dogs "don't necessarily like to encounter another dog surging ahead of its owner, off-leash," concluding, "it's not very safe." Another suggested that there could be specific hours and areas where dogs could be off-leash, "thus making everyone happy." Yet another at the public meeting said she would "prefer to pay you ten dollars a month, or ten dollars a year, for the privilege of being in the Presidio with my dog, rather than have to fight with you..." However, one individual recommended that dogs should not be allowed off-leash on Presidio trails and bikeways, stating that they are "dangerous to small children and bike riders."

Response. The Trust and NPS acknowledge the popularity of the Presidio for people and their dogs. In the November 2002 Trails Plan, NPS and the Trust assumed that on-leash dog walkers were one of many different types of pedestrians, but did not make this assumption explicit. The republished Trails Plan has been revised to clarify that Presidio visitors with dogs on leash are allowed on all pedestrian and multi-use paths. Specifically, a new discussion on dog-walking has been added to Chapter 2, under User Groups. The added discussion recognizes that people who are walking and recreating with their dogs are pedestrian users of trails in the Presidio. As such, people with dogs on leashes would have access to all pedestrian and multi-use paths.

In response to commentors' suggestions, the Trails Plan now makes reference to the ongoing rulemaking process for off-leash dogs within GGNRA as a whole. The Trust will be working with NPS in determining a future consistent policy. No decision regarding off-leash dog walking within the Presidio will be made until the rulemaking process is completed. If the rulemaking determines that the off-leash dog walking is permitted in GGNRA, it will then be appropriate to determine the

location and extent of that activity. The following information from the GGNRA website (<http://www.nps.gov/goga/pets/anpr/pdf/anpr-brochure.pdf>) provides a brief history of the issue and its current status:

- In 1979, the GGNRA Citizen's Advisory Commission developed and recommended a pet policy to GGNRA that established guidance for location and criteria for "voice control" of pets within certain areas of the park. The Commission's "voice control" policy did not and could not override NPS system-wide prohibition of pets off leash; nevertheless, in error, this unofficial "voice control" policy was in place within GGNRA for more than 20 years.
- Several recent events have underscored the need for undertaking a public process concerning pet management in GGNRA, including increased visitation to GGNRA, litigation concerning the Fort Funston area of the park, public concern about visitor and pet safety, park resource management issues involving wildlife and vegetation protection, and the review of dog-walking issues by the Golden Gate National Recreation Area Advisory Commission.
- The NPS service-wide pet regulation requiring pets to be leashed applies to this park as well as all others. GGNRA has no authority to avoid or ignore the regulation. Education efforts are underway with the public to clarify this issue.
- Some San Francisco dog organizations support the recreational benefits – for both dogs and humans – of off-leash dog walking.
- A recommendation is made by GGNRA to the Director of the NPS as to whether or not to initiate the rulemaking process to develop an alternative pet management regulation for GGNRA.
- The existing regulation will continue to be enforced unless it is replaced by a new regulation.
- If, through the ANPR (Advanced Notice of Proposed Rulemaking) process, the National Park Service determines that the existing pet regulation should be altered for GGNRA, then such a proposed regulation would be drafted in accordance with applicable laws, including the Administrative Procedures Act (APA), the National Environmental Policy Act (NEPA), and the National Historic Preservation Act (NHPA).

Equestrian Use

BARTC requested that the Trails Plan contain the possibility of equestrian use through special permits.

Response. Currently, equestrian use is not being considered within the Presidio, other than by the USPP for law enforcement. Within GGNRA, equestrian use is encouraged within other park units. Nothing would preclude reconsideration of this issue in the future if there was sufficient interest and infrastructure to support an equestrian program. Impacts of such a program on cultural and natural resources would have to be evaluated.

Tennessee Hollow

Both CHC and FPPHA emphasized that including the Tennessee Hollow Corridor in the Trails Plan is premature, and the Trails Plan should be revised to be consistent with the status of the planning process for the Tennessee Hollow Watershed project. One individual agreed, urging that the corridor should be a separate process from the rest of the Trails Plan, and "new trail corridors that cross the... watershed, such as the Presidio Promenade, should be deferred as well."

Response. The PTMP specifically identifies restoration of Tennessee Hollow as a future action, stating that "Surface drainage and native riparian habitat will be restored along the three natural drainages in Tennessee Hollow, including El Polin Spring" (PTMP, page 19). The PTMP goes on to establish a policy framework for how this restoration will occur (refer to East Housing District: Concepts and Guidelines, beginning on pg. 100). While some commentors correctly note that the Trust is currently engaged in a public planning process to develop "on-the-ground" alternatives for Tennessee Hollow, the concept of its restoration has long been identified in plans for the Presidio, first in the GMPA and subsequently in the PTMP public planning and environmental review process. Therefore, the text in the Trails Plan, which indicates merely that there are "plans to restore" this area, has not been modified.

The Trails Plan shows that within the Tennessee Hollow watershed, there will be a trail that may include alignments within the eastern and/or central tributaries. The specific location and alignment of these trails will be determined as part of planning efforts for the Tennessee Hollow project and Trails Plan implementation. The general trail corridors are described in the Trails Plan in order to ensure trail network connectivity at the corridor level. This concept of connectivity can then be used to provide direction in the Tennessee Hollow planning process.

There appears to have been some confusion over the reference to "plans to restore" Tennessee Hollow. This is a technical term, with multiple meanings, depending on the context. The term "restoration" as used in the ecological context of the watershed differs from "restoration" as defined by the Secretary of the Interior's Standards in the cultural resources context. The term is used in the Trails Plan with its natural resource meaning to describe the ecological enhancement of the currently degraded creek corridor and watershed. Because the term "restoration" has a very specific and different meaning in the treatment of historic properties and cultural landscapes, the generic use of this term may have been misinterpreted by some readers. The intent of the Tennessee Hollow project is not to culturally "restore" the watershed and habitat to a particular time period, but rather to improve its ecological health and condition.

Greenwich Gate

The Cow Hollow Association (CHA) is concerned that any opening of the wall in the proposed Greenwich Street location could be later widened for a transit entry. The neighborhood association requested that any opening of the gate be the subject of a separate public process and a Trust Board resolution prohibiting future opening of the gate to transit. The neighborhood association also suggested moving the location of the wall opening about 15.2 to 30.5 m (50 to 100 ft) south.

Response. The Trust is currently planning to reestablish an opening in the wall at Greenwich Street for cyclists and pedestrians only, and does not support access by motor vehicles. The planned configuration cannot accommodate transit vehicles, and the opening is not intended for transit use. The location at Greenwich Street was selected because it was the historic location of a gate used by the streetcar; any other nearby location would not be appropriate. No additional public process is required, although the Trust will seek to keep interested parties informed regarding the status and implementation of the project. If at any time in the future a modification were proposed to allow transit access at the Greenwich Street location, the proposal would be subject to separate environmental review and public input. Such a modification is not supported by the Trust.

Trail Programs and Organized Bicycle Events

Several commentors requested that NPS and the Trust incorporate programs to provide better awareness of trails by creating or working with park partners with environmental education programs. One individual suggested that more opportunities for public support and participation should be offered with respect to the trail system. "[A]sk those who use it the most to help support, maintain and shape the future use of those trails." Another individual mentioned the possibility of a "Trail Users" group and indicated his interest in being involved or helping to organize such a group. One individual asked that the Trails Plan identify a paved loop for small organized bicycle events such as training races.

Response. The Trust and NPS are discussing a variety of possible initiatives with the Golden Gate National Parks Conservancy (GGNPC), including a future trails stewardship program. This would include education and trail maintenance opportunities for volunteers, in coordination with the existing Natural Resource Stewardship Program. This could include a "Trail Users" group as suggested. The Presidio has and will continue to accommodate various types of formal bicycle races; special use permits must be obtained for organized events. Informal recreational use of the Presidio's paved roadways is available to all bicyclists interested in training or racing. Specifics of races or events are not within the scope of the Trails Plan.

Future Public Input and Adjustments to Trails Plan

NAPP and PAR requested that the public be notified in advance and given an opportunity to provide input as implementation plans for specific trails are developed. They also note that the Trails Plan may need to be adjusted in future years to coordinate with future changes in the park. GGBHTD wished to continue its close working relationship with the Trust, NPS and other agencies in the Trails Plan planning process and be kept informed of trail changes in the vicinity of the Golden Gate Bridge.

Response. In general, the requirements of NEPA determine the specific process for public input, depending upon the potential effects of the proposed action. Projects that have the potential for causing significant environmental impacts not previously analyzed in the Trails Plan would trigger further public review and input. Much of the Trails Plan implementation will proceed directly from

the Environmental Assessment prepared on the Trails Plan without further detailed environmental review. Other aspects of Trails Plan implementation may trigger additional environmental review and public input. Prior to implementation, specific measures will be reviewed for compliance with NHPA and other federal requirements. In addition, the public will be notified generally (e.g., through the Presidio Post newsletter or web site notices) or by targeted outreach before specific segments or improvements are implemented.

The Trust and NPS also recognize that the Trails Plan may need to be adjusted as time goes by. Material adjustments or changes to the Trails Plan, the effects of which are uncertain or potentially significant, would be subject to further environmental and public review.

The Trust and NPS will continue to work closely with GGBHTD on planning and trail changes in the vicinity of the Golden Gate Bridge.

Environmental Consequences

One individual asserted that the No Action Alternative would, over time, cause significant impairment and degradation of the park's natural resources, and should be rejected. The same individual suggested that the Trails Plan address the impacts of fencing trails, and another implored "[s]igns not fences – which keep people from enjoying the vista... and create a jail-like feeling." On the subject of fences, yet another suggested a "sunset provision" whereby the fences are eventually taken down.

Response. The description of the No Action Alternative states that no comprehensive changes or major new trail building would take place. Under this alternative, trail rehabilitation and repair would only occur as needed to protect resources and public health and safety, and to meet statutory requirements. Thus, while certain impacts would occur as discussed under each impact topic in Chapter 5, the impairment of park resources and values would not be allowed. Nonetheless, the No Action Alternative is not being selected for implementation because it does not fulfill the goals in the GMPA and the PTMP to establish a comprehensive walking and biking network in the park.

With regard to the issue of fences, NPS and the Trust agree with the commentators that the practice of fencing to protect natural resources is not necessarily the ideal solution. Fences within the park will be limited to those necessary to protect park resources and meet park management needs. Meanwhile, NPS and the Trust will attempt to find better solutions to fencing (including signage and vegetative buffers) in order to preserve the natural resources in their care while providing a high-quality visitor experience. In the limited circumstances where fences may be necessary, once the objective of the fencing has been accomplished, the physical barrier will be removed, subject to a determination that the removal would not lead to unanticipated and unacceptable impacts to park resources or values.

Changes to the Preferred Alternative

A number of commentors suggested that the Trails Plan identify a different Preferred Alternative or incorporate elements of the various alternatives. BARTC, for example, preferred Alternative C because it provided more opportunities for multi-use/dispersed use than the other alternatives.

Response. In responding to specific suggestions from the public comments, NPS and the Trust made several changes to the Trails Plan, including modifications to the Preferred Alternative. The changes include added trail connections, changes from pedestrian to multi-use paths and vice versa, and narrowing of some multi-use paths, along with other modifications. These changes are explained further below and summarized at the beginning of Chapter 1 of the Trails Plan. The Preferred Alternative remains, however, the alternative that provides the best balance between pedestrian, bicycle and multi-use trails, and the other goals of the Trails Plan.

Bay Area Ridge Trail. Various commentors made suggestions for modifications to the Bay Area Ridge Trail. One commentor requested bike lanes on each side of Arguello Boulevard and Washington Boulevard from the Arguello Gate to Lincoln Boulevard, and on Lincoln Boulevard itself. One commentor requested that Washington Boulevard be made a Class III bike lane for its entire length.

The BARTC supports pedestrian only paths from Nauman Road to the cemetery to Park Boulevard, and behind Battery Boutelle. The BARTC also made a number of other suggestions, both by letter and at the public hearing, including recommending that the Bay Area Ridge Trail continue as a multi-use corridor through Rob Hill, rather than routing through Battery McKinnon-Stotsenberg; routing the multi-use path through Fort Scott in front of the western barracks rather than routing the bikeway behind the barracks on Ralston; creating better access to the Golden Gate Bridge toll plaza; realigning the trail at Kobbe Avenue for a more direct connection to Fort Scott; and keeping the Bay Area Ridge Trail along the west side of Lincoln Boulevard south to the parking lot at Battery Godfrey rather than creating a sidewalk on Merchant Road.

Response. In response to comments, several modifications to the Bay Area Ridge Trail alignment have been made in the Preferred Alternative. The Preferred Alternative already stated that all of Washington Boulevard will have Class II striped bike lanes. Class III is a shared roadway, not a bike lane. In addition, the existing crossing of Washington Boulevard will be moved slightly west, and a new multi-use segment adjacent to Washington Boulevard, to Nauman Road and connecting to Amatury Loop is provided. Changes also include a new pedestrian crossing at Park Boulevard and a new multiuse trail connection in the forest from Park Boulevard to Battery McKinnon-Stotsenberg.

As requested by the BARTC, there will be pedestrian-only paths from Nauman Road to San Francisco National Cemetery to Park Boulevard, and behind Battery Boutelle. The Bay Area Ridge Trail segment through Rob Hill Campground will remain as a multi-use trail, adding a new pedestrian spur from north of Building 1347 to the east of Building 1202 in Fort Scott, and changing the alignment of the multi-use trail to connect the Harrison Boulevard/Kobbe Avenue intersection to Ralston Avenue, as well as a contra-flow bike lane on Greenough Avenue, skirting Building 1340.

With regard to connections to the Golden Gate Bridge, see the response to comments under the Golden Gate Bridge below.

The bicycle route will not be routed in front of the Fort Scott barracks, as requested, as the historically significant inner loop is anticipated to be maintained primarily as a pedestrian area.

Batteries and Bluffs Trail. The FPPHA requested that a trail spur be added from the Bay Area Ridge Trail south down Battery Caulfield Road then east up the hill to the former Nike Missile site.

Response. In response to comments, a spur trail has been added from the trail on Battery Caulfield Road to the former Nike Missile site, which is not considered a contributing feature to the National Historic Landmark District, but does adjoin California Quail habitat.

Bay Trail. SFBT and NPCA, as well as several individuals (including speakers at the public hearing), suggested changes to the Bay Trail, including incorporating a multi-use trail or a bike lane on the south side of the West Bluff parking lot; creating a multi-use trail from the top of Long Avenue to the Battery East parking lot; and providing traffic calming measures on Long Avenue.

Response. NPS and the Trust are planning to implement improvements to the San Francisco Bay Trail within the Presidio. They are currently working with GGBHTD on improvements to the connection from Crissy Field to the Golden Gate Bridge. This project (Bay Trail Study) is sponsored by SFBT, through the Association of Bay Area Governments (ABAG).

In response to the comments, the segment between Crissy Field and the Golden Gate Bridge will be improved for pedestrians and cyclists. A dedicated Class I bike lane is proposed along the outside of the West Bluff parking lot near the Warming Hut. An uphill bike lane is proposed along Long Avenue, which would connect to the proposed bike lanes and multi-use path along Lincoln Boulevard (the Presidio Promenade). The San Francisco Bay Trail route includes the current steps and pedestrian path that connect Marine Drive at Building 989 with Battery East and Battery East Road. This is a non-accessible route to the Golden Gate Bridge, so a key planning goal is to provide an accessible route from Crissy Field to the Golden Gate Bridge. An accessible path will be provided along Long Avenue that will connect with the multi-use Presidio Promenade and the accessible pedestrian route to Battery East on Andrews Road. These two segments, along with Battery East Road, will provide an accessible loop trail through Battery East for those visiting the bridge. Users would access the Golden Gate Bridge and the bridge plaza via the multi-use Presidio Promenade along Battery East Road. The road, which allows only service vehicles, would be striped for bicycles in each direction, with a pathway marked for pedestrians.

California Coastal Trail. Various commentors, including NAPP, PAR, and the Lake Street Resident's Association (LSRA), as well as commentors at the public hearing, suggested changes to the California Coastal Trail alignment. These included adding a secondary pedestrian trail extending the Batteries and Bluffs Corridor west of and removed from Lincoln Boulevard, to connect Battery Crosby directly with the sand ladder off Baker Beach just above the steep section of the ladder. Other suggestions included improving the section of Lincoln Boulevard for cyclists, from the intersection

of Merchant Road south to the vista point at Washington Boulevard (or providing an interim measure); creating a continuous, off-road trail between the Golden Gate Bridge and Baker Beach, along the bluff above North Baker Beach and through the Fill Site 5 renovation area; and retaining the social trail west of the guardrail along the California Coastal Trail as a pedestrian-only trail and developing a separate multi-use trail. One commentor suggested creating a multi-use trail from Merchant at Battery Boutelle to the Golden Gate Bridge, with a pedestrian trail adjacent to it.

Response. Many commentors' suggestions have been incorporated into the Trails Plan. The California Coastal Trail corridor has been modified to include a pedestrian-only connection from Battery Crosby, above remediation site Baker Beach DA3, and then down the sand ladder and across the beach. This trail will be planned in conjunction with the planning for management of the remediation site. The Preferred Alternative will continue to include Class II bike lanes on Lincoln Boulevard, as requested. The trail adjacent to the guard rail will continue as a multi-use trail, not a pedestrian trail, as requested; however, the multi-use trail will be narrower than originally proposed (1.8 m [6 ft] wide rather than 2.4 m [8 ft]). In addition, the trail connection at Storey Avenue and Merchant Road will be improved, as will the trail crossing near the entrance to Building 1750. Merchant Avenue from Battery Boutelle to the Golden Gate Bridge is also currently designated in the Preferred Alternative as a multi-use trail, which will accommodate both bicyclists and pedestrians.

In trail guides, the beach trail will be marked to indicate that it is not useable during high tides. This will create a continuous pedestrian corridor away from Lincoln Boulevard between the Golden Gate Bridge and the 25th Street Gate, as suggested by commentors.

Lovers Lane. PHAN and one other commentor suggested that Lovers Lane is inappropriate for bicycle use.

Response. Lovers Lane is currently a pedestrian only trail, and is retained as such in the Preferred Alternative. This historic trail corridor is not appropriate for bicycle use.

Park Boulevard. One commentor suggested that Park Boulevard should be Class II bike lanes only in the uphill direction from Lincoln Boulevard to Washington Boulevard. One commentor at the public hearing observed that the Park Boulevard trail through the Presidio Golf Course is often closed earlier than dusk as signed.

Response. Park Boulevard is one of the less steep connections from the south to the north side of the park. The steeper routes, such as Presidio Boulevard and Arguello Boulevard will have uphill bike lanes with cyclists entitled to share or take the full lane in the downhill direction. Park Boulevard is in a less urban environment than Arguello Boulevard and Presidio Boulevard. For these reasons, Park Boulevard is expected to have a greater number of inexperienced and/or recreational cyclists than some of the steeper north-south routes. The Trust and NPS believe that bike lanes should be provided on both sides of Park Boulevard because of the less experienced cyclists expected to use this corridor. The Presidio Golf Course section of the trail is, by contract, to be open until dusk. Enforcement is the responsibility of the Trust's management consultants.

Presidio Promenade. RTC requested improvements to the bike lanes on Lincoln Boulevard southwest of the Golden Gate Bridge. SFBC suggested that there should be dashed bike lanes along Lincoln Boulevard as it passes Long Avenue. One other commentor suggested providing improvements to Lincoln Boulevard between the 25th Avenue Gate and Crissy Field Avenue: "[p]ossibly use a double stripe, solid on the motor lane side, dashed on the bike lane side, to signal cars that they may not drive in the bike lane but that bicycles can have full use of lane."

Response. The Preferred Alternative provides for bike lanes within most of the referenced corridor. Improvements to the wide intersection of Long Avenue/Lincoln Boulevard are being considered as part of an ongoing study to improve the connection for the San Francisco Bay Trail from the Crissy Promenade to the Golden Gate Bridge plaza. Current proposed improvements include narrowing this intersection, which will minimize the distance cyclists are in the intersection. Dashed bike lanes at this and other similar intersections will be considered as part of implementation planning. The striping suggested is a non-standard striping, and because it is familiar to neither drivers nor cyclists, could be confusing and unsafe. The California Vehicle Code describes permitted movements from bicycle lanes. In localized narrow areas where bike lanes may not be feasible in both directions, the bike lane would be maintained in the uphill direction and bicyclists would be allowed use of the full lane in the downhill direction. In these cases, signage would indicate to motorists and cyclists that the bike lane has ended and cyclists are allowed use of the full lane.

Tennessee Hollow. Various commentors, including PHAN and FPPHA, supported creating a trail from Julius Kahn Playground to Crissy Field.

Response. The Preferred Alternative includes a trail corridor from Julius Kahn Playground to Crissy Field, with one or two possible trail alignments: the eastern tributary of Tennessee Hollow (going by Paul Goode Field and Morton Street Field); or the central tributary, following MacArthur Avenue. The Trails Plan establishes the general location of this corridor; the specific location of the trail alignments will be developed in conjunction with Tennessee Hollow planning.

West Pacific/Mountain Lake Corridor. NAPP, PAR, PHAN, SFBC and several individuals made suggestions for the West Pacific Avenue corridor. Suggestions included creating separate bicycle and pedestrian trails; not redesignating the pedestrian trail as a multi-purpose trail; and encouraging bicycles to use Pacific Avenue rather than converting the trail to a multi-use trail.

Response. The Preferred Alternative has been revised to reflect that the trail immediately adjacent to West Pacific Avenue to the south would be a pedestrian-only trail, and the trail crossing through the center of the Pacific Grove, farther north, would be a multi-use trail. This trail would start from the Broadway Gate, extend just southward of the new tree plantings in Pacific Grove, connect with the existing trail south of Paul Goode Field, and then continue through the eucalyptus grove to connect with Quarry Road and the Arguello Gate. This change would decrease bicycle traffic around the entrance to Julius Kahn Playground, which is used by many families with young children. It also provides an appealing cross-park off-road connection for cyclists via a wooded multi-use trail.

Other Corridors. FPPHA suggested an additional loop trail, creating a double loop through the Main Post. The proposed trail would allow visitors to enjoy the historic character of the Main Post. One individual suggested a new east-west trail corridor, created by connecting a section of the West Pacific Trail to the Bay Area Ridge Trail.

Response. In response to the request for an additional loop trail within the Main Post, the Trust and NPS are cooperating to develop interpretation for the entire Presidio, including the Main Post. Most of the described loop uses existing sidewalks and roadways. Specific sidewalk routes are not being designated as trails within the Trails Plan. Development of a guide to the historic Main Post, using the route suggested, is compatible with the goals of the Trails Plan. The new east-west trail corridor has not been added because an east-west multi-use trail corridor is already provided by the eastern part of the West Pacific/Mountain Lake corridor (as described above) and the Bay Area Ridge Trail. This will create an accessible cross-park connection for pedestrians and bicyclists.

Golden Gate Bridge. Numerous commentors suggested improvements to Golden Gate Bridge trail connections. Suggestions included developing a shoulder improvement or a bike lane on the uphill section of Merchant Avenue from the bridge; providing a better connection from the Merchant intersection to the west side of the bridge; creating access through the western section of the GGBHTD's parking lot; routing a multi-use trail north of Battery East parking lot; providing bike and pedestrian separation on the bridge approach and descent (as in Alternative D); routing a multi-use trail along the existing Coastal Trail between Battery Boutelle and the southwest bicycle entrance to the bridge; and restructuring the bicycle exit off the west end of the bridge to be a smooth curve.

Response. Several of the commentors' suggestions have been incorporated into the Trails Plan. Specifically, the Trails Plan provides a multi-use trail connection and bike route extending from the bridge south near Battery Cranston in the vicinity of the GGBHTD maintenance yard and parking area. The exact route and design of this highly desired bike access to the west side of the bridge will be further studied during future NPS and GGBHTD implementation planning.

In response to requests for improvements on Merchant Avenue, the road is proposed to have a striped Class II in-street bike lane on each side of the street. A pedestrian walkway is proposed along the west side of Merchant Avenue, which will connect to the trailhead for the California Coastal Trail, the Bay Area Ridge Trail and the De Anza Trail (all on the same alignment) located on the east side of Battery Boutelle. The road east of Batteries Boutelle, Godfrey and Marcus Miller (Bowman Road) will be further developed as a multi-use trail.

To address conflicts between cyclists and pedestrians where the regional trails come together and pass under the bridge to reach the west walkway of the bridge and the coastal trails, the trail under the bridge will have separately marked bike lanes and pedestrian lanes as an extension of the Battery East Road trail segment. Where pedestrians need to cross the bike lanes, signs and striped pedestrian crossings are proposed to alert both user groups to the need for care. The pedestrian segment is proposed to be an accessible route to a small overlook on the west side of the bridge, which will

mark the start of a pedestrian-only, non-accessible portion of the California Coastal Trail, the Bay Area Ridge Trail and the De Anza Trail (all on the same alignment).

Baker Beach Access. NAPP and PAR both recommended constructing a secondary pedestrian trail from Battery Marcus Miller to the northernmost section of Baker Beach.

Response. The Preferred Alternative has been revised to include a pedestrian trail that will provide access to the northern beaches from the California Coastal Trail near Battery Marcus Miller. The trail alignment and surfacing will be determined during implementation planning, and may require additional consultation with the U.S. Fish and Wildlife Service. Structures such as stairs and railings are anticipated, along with possible seasonal closures for wet soil conditions.

Presidio Boulevard Uphill Bike Lanes. One commentor requested that bicycles have the full use of the lane on Presidio Boulevard from the Presidio Gate to the Lombard stop sign. (The Preferred Alternative shows bike lanes on both sides of Presidio Boulevard between lower Simonds Loop and Lombard Street.)

Response. The Preferred Alternative has been revised to include a bike lane only in the uphill direction on Presidio Boulevard between the Presidio Gate and Lombard Street. Cyclists are entitled to the full use of the lane in the downhill direction and signage will indicate this.

Washington/Lincoln Trail Connection North of Baker Beach Housing. Three organizations, LSRA, NAPP and PAR, recommended that a connection be created between Washington Boulevard and Lincoln Boulevard in the area west of Rob Hill.

Response. Several existing deep, highly eroded social trails extend from the existing overlook on Washington Boulevard down to Lincoln Boulevard. In response to the comments, a trail will be maintained in the vicinity, providing a connector until the removal of Baker Beach Apartments provides the opportunity to create a better corridor to the west, using the general alignment of existing roads through the residential neighborhood.

Battery Caulfield Road. Various commentors remarked on the steep section of Battery Caulfield Road. LSRA requested an extension of the sidewalk on the west side of Battery Caulfield Road/Wedemeyer Street up to the Washington Boulevard intersection. NAPP and PAR both recommended allowing cyclists uphill only on the steep sections of the multi-use trail on the west side of Battery Caulfield Road. They also recommended interim measures if the trail improvements cannot be implemented soon.

Response. The trail adjacent to Battery Caulfield Road has been changed from a multi-use trail to a pedestrian trail (on the sidewalk) and an uphill bike lane. Cyclists in the downhill direction will have use of the full lane. Because of natural resource values on both sides of the roadway, minimizing the amount of impervious surface for the trail corridor is preferable. In addition, the Trust agrees that the steepness might lead to user conflicts on a multi-use trail, so having bicycles in an on-road bike lane rather than in a multi-use trail for this section will remove the possibility of conflict.

Crissy Marsh Extension to Battery Blaney Overlook. NAPP requested the addition of a secondary trail extending southwest from the southwest corner of Crissy Marsh past the former Commissary to the overlook north of Doyle Drive.

Response. To implement the suggested revision, this trail would need to go down a steep slope which is in an erosion control project associated with Doyle Drive. This trail connection is included in the Preferred Alternative, but will be implemented in conjunction with the Doyle Drive project.

Intersections. Various commentors requested intersection improvements. BARTC requested realignment of the Bay Area Ridge Trail to the new stop-controlled Lincoln Avenue and Merchant Avenue intersection. NPCA and several individuals requested improvements for bike safety at the Lincoln Boulevard, Washington Boulevard and Kobbe Avenue triangle section. SFBC requested improvements to the intersection of Long Avenue including asphalt removal and installation of bulb outs at the entrance to Long Avenue. NPCA requested provision of bike lanes, lighting and signaling at the intersection of Lombard and Presidio Boulevards. SFBC requested that a stop sign be added at the corner of Lincoln Boulevard and Sheridan Avenue. They also recommended that a left turn lane and center island be added on Merchant Road at the entrance to the new pathway on Battery Boutelle.

Response. Most of the commentors' suggestions are being addressed in this or other planning processes. The Preferred Alternative incorporates BARTC's suggestion that the Bay Area Ridge Trail be realigned to the new stop-controlled intersection of Lincoln Boulevard and Merchant Road. The Trust has plans to improve the Lincoln Avenue, Washington Avenue and Kobbe Avenue intersection by increasing the size of the triangular traffic island at Lincoln Boulevard and Kobbe Avenue, which will improve visibility for westbound motorists on Kobbe Avenue and create a narrower travel lane for vehicular traffic in this area. The larger traffic island will provide adequate width for the bike lanes proposed in the Trails Plan and help to slow traffic on Lincoln Boulevard, thus improving bicyclist safety.

Improvements to the connection between Crissy Field and Lincoln Boulevard via Crissy Field Avenue and/or Long Avenue are being considered as part of the Bay Trail Study. The Preferred Alternative has been modified to reflect a proposal to close Crissy Field Avenue to automobile traffic, and provide a two-way multi-use connection between Crissy Field and Lincoln Boulevard, subject to further review and approval. Specific improvements to the intersection of Long Avenue and Lincoln Boulevard will be considered as part of the Bay Trail Study and subsequent implementation planning for those improvements. The commentors' suggested improvements to Long Avenue are current preliminary recommendations of the Bay Trail Study.

As described in the PTMP Environmental Impact Statement, it is expected that increased traffic congestion will warrant traffic signals and/or other improvements at several intersections in and near the park, including the intersection of Presidio and Lombard, within a 20-year planning horizon. The Trust and NPS will consider and study further the needs of pedestrians and bicyclists in signalization or other intersection improvements. Neither a left turn lane nor a center island is designated for

Merchant Road as part of the Trails Plan; nevertheless, these improvements will be considered as part of future traffic planning.

Trailheads. One individual requested trailhead parking areas at several locations, including parking areas at Pop Hicks Field, Julius Kahn Playground, and Paul Goode Field for access to trails and overlooks.

Response. Some trailhead parking will be provided at all primary trailheads, and some secondary trailheads, as discussed in Chapter 3. Parking will continue to be provided at the suggested locations.

Road Closures. Several commentors, including MCBC and NPCA, recommended weekend closures to automobile traffic on Washington Boulevard. Other commentors, including SFBC, also suggested that Washington Boulevard be converted to a non-through street for autos. Numerous commentors requested a better connection from the west end of Crissy Field to the Golden Gate Bridge, particularly for bicycles. Suggestions included creating a contra flow bike lane on Crissy Field Avenue, closing Crissy Field Avenue to auto traffic, and closing Long Avenue to auto traffic. SFBT also asked the Trust and NPS to consider closing Marine Drive to all auto traffic except shuttles, to give pedestrians and bicycles better access to Fort Point.

Response. The Preferred Alternative has been modified to reflect a proposal to close Crissy Field Avenue to automobile traffic, to provide a two-way multi-use connection from Crissy Field and Mason Street up to Lincoln Boulevard and the Golden Gate Bridge. This closure is subject to further Trust review and approval. Temporary or weekend closures of Washington Boulevard are proposed in the Preferred Alternative; however, the impacts of a road closure of this type would require additional analysis. Temporary or weekend closures of Marine Drive are under consideration by the NPS and the Trust.

Miscellaneous Suggestions

MCBC recommended using bioswales as a component of buffers to "meet requirements of Storm Water Pollution Prevention plan." The group also suggested use of narrow gutter pans for new construction to extend usable roadway width for bicyclists. BARTC requested that the Fort Scott Parade Ground be considered an overlook.

Response. The Trails Plan assumes use of the most sustainable trail construction techniques available. These techniques will change over time as new and better materials and techniques become known. In response to the comment, two best management practices (BMPs) have been added to Appendix C of the Trails Plan describing bioswales, where feasible, and narrower gutter pans.

The Fort Scott Parade Ground provides a scenic vista of the Golden Gate Bridge and the Marin Headlands. It is not listed in the Trails Plan as an overlook because, depending on the future use of Fort Scott, it may not provide all the characteristics of an overlook.